



PLAN FOR DOWNTOWN ST. LOUIS

CITY OF SAINT LOUIS,

RAYMOND R. TUCKER, MAYOR

# A PLAN FOR DOWNTOWN ST. LOUIS

PREPARED BY

## CITY PLAN COMMISSION

The future of Downtown St. Louis is important to the entire metropolitan area.

Downtown St. Louis is the principal retail, wholesale, finance, business and professional center for a metropolitan area of more than 2,000,000 persons. It provides entertainment and cultural activities for the region. It is the center of a large marketing and trading area covering many states.

It is the largest single source of tax revenue for the City, providing almost 20% of all property and other business tax revenues.

More than 100,000 persons are employed downtown.

Downtown houses the major department stores, investment houses, banks, and offices. It has by far the greatest concentration of business space in the metropolitan area.

Governmental offices are concentrated here.

Major sporting events, including college and professional basketball, are regularly featured at Kiel Auditorium, and professional baseball and football are in prospect.

Downtown, already the terminal point of most vehicular traffic in the metropolitan area, will become more important as expressway construction proceeds and these routes converge on the core. It is the principal terminal for buses, and Union Station makes it equally a rail center, and it also provides the main origin and terminus for air passengers.

Thousands of visitors now attend conventions and cultural events each year; as the Jefferson National Expansion Memorial is completed, an additional two million persons will be attracted.

Completion of the Plaza Square Apartments will foster renewed residential living downtown.

Fortunately, downtown has remained quite stable and compact through the years. The center of highest economic value in the city has moved only seven blocks from the river bank where the city was laid out almost 200 years ago. This provides a well-defined area in which to plan.

This report proposes a program of action to make the most of the tremendous investments and existing assets in downtown.

This report is designed to provide a framework within which public and private development can create a workable and exciting center designed for people.

To best serve the region, an easily-accessible, efficient, prosperous, and attractive downtown is needed. The plan points the way to achieve that goal.

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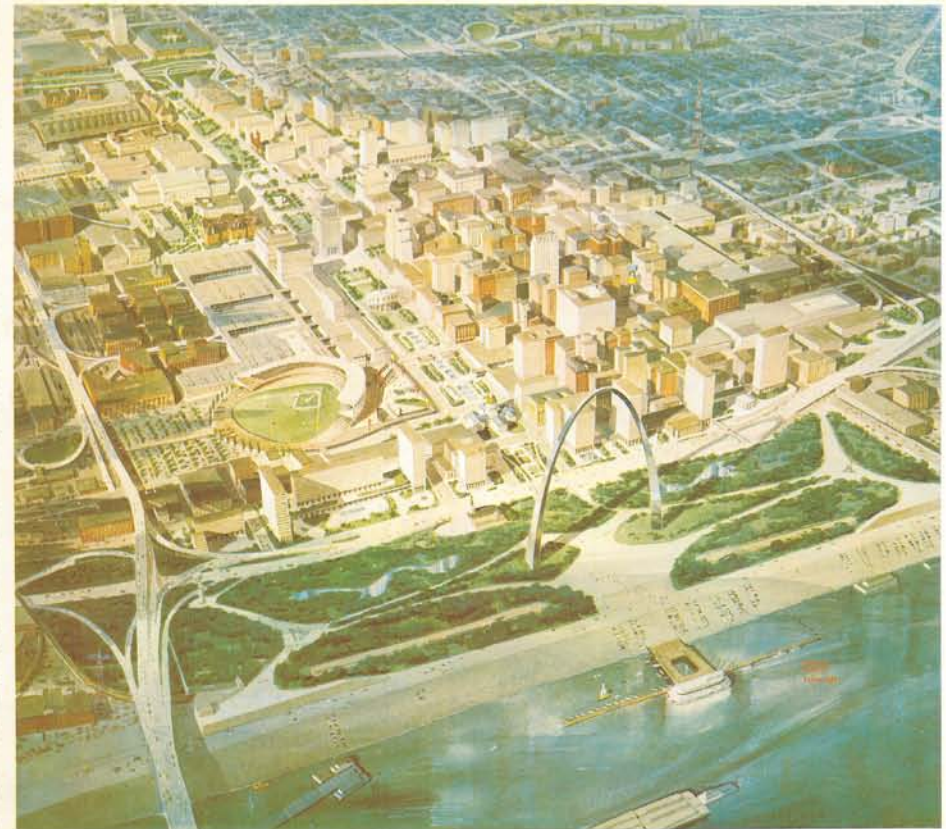
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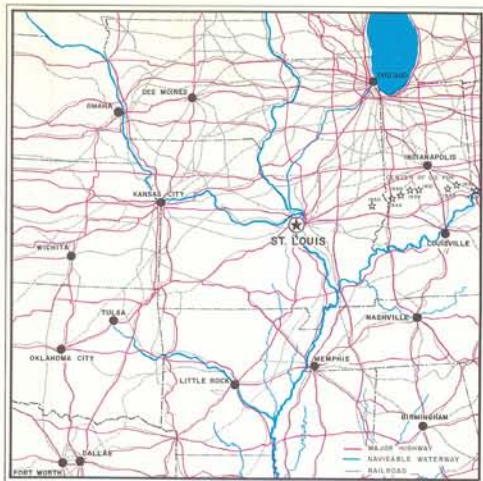
ST. LOUIS — Gateway to the West

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ST. LOUIS REGION

## METROPOLITAN AREA

Downtown St. Louis has always been the center of a large trade area, the nucleus of a vast transportation network and the heart of the financial and commercial operations of much of mid-America.

The core area occupies less than three-tenths of one percent of the City's area, but it provides employment for nearly one person in four employed in the City.

Historically, St. Louis serviced a region which extended far to the west and southwest. However, this dominant position has changed because:

1. New centers of commerce and industry have developed in recent decades;
2. Wholesaling and manufacturing methods have changed.

The future character of the central business

district will reflect the increasing economic diversification of the region.

The movement of the national center of population toward St. Louis, now only a few miles to the east, provides additional impetus for the growth and expansion of downtown oriented functions.

As the regional core, St. Louis provides the basic facilities for trade and distribution of goods and services; at the same time, the central city absorbs the raw materials and processed goods from the region. Downtown serves as the heart of this interchange.

The Metropolitan St. Louis Area covers parts of five counties and two states. Like its sister cities throughout the country it suffers from congestion, sprawl, blighted areas, population shifts, multiplicity of taxing units and ever-increasing demands for new services.

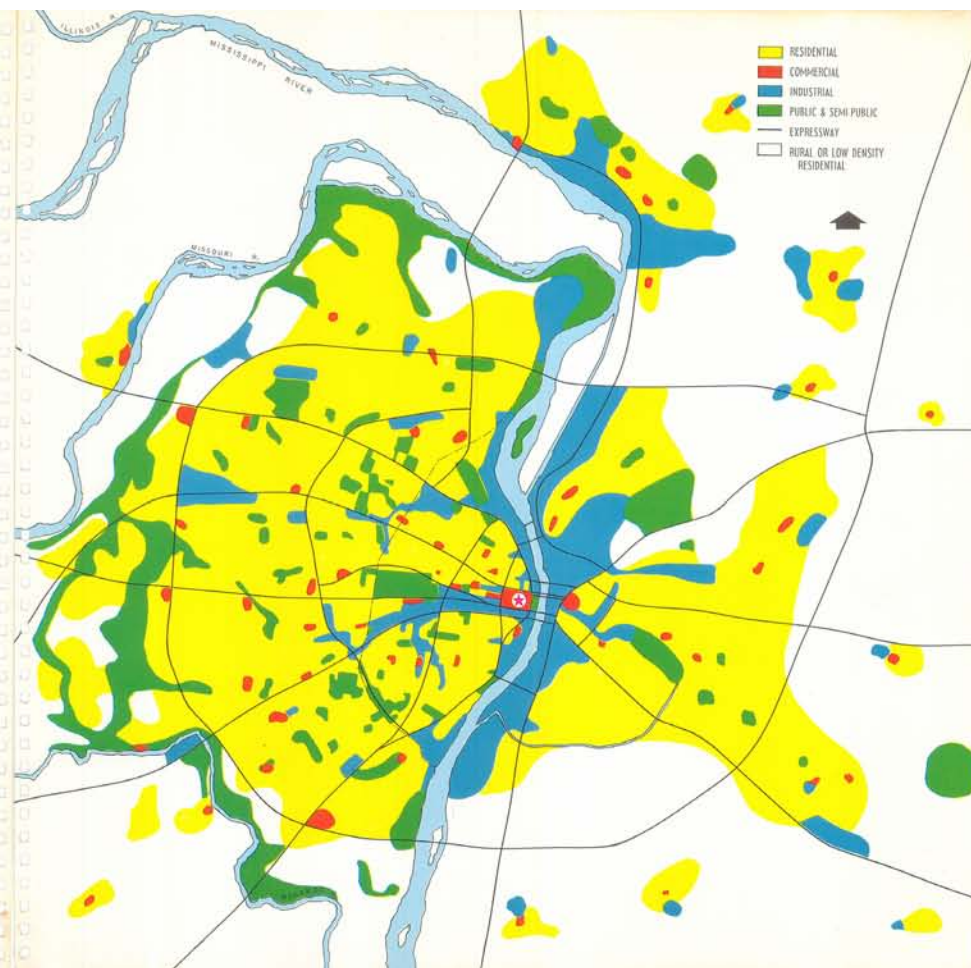
On the asset side, the St. Louis Metropolitan Area has a highly diversified industrial base; a large skilled labor supply; excellent transportation facilities by rail, road, water and air; abundant water; a strategic national location; ample natural resources nearby and the economic and human capacity to solve its problems.

The heart of this area is the central business district.

In recent years the rapid growth of St. Louis county has appeared to negate the dominant pull of the central core. Congested streets and increased travel time have also lessened its attraction.

Yet the central business district still contains ten percent of the total assessed value of real property in the City, makes a fourth of the City's total retail sales, and provides jobs for 13.5% of all workers in the Metropolitan Area. In addition, the central city offers entertainment and cultural activities as well as facilities for advanced education and training.

With the construction of expressways - Mark Twain, Ozark, Daniel Boone, and Interstate #44 - the central business district will again become the single most accessible spot in the area. New highways in Illinois and additional bridges will strengthen the heart of the area - Downtown St. Louis.



## CENTRAL DISTRICT

The central business district for the St. Louis Metropolitan Area — the shopping, business and financial center, the hard core that we generally call "Downtown St. Louis" — has been a relatively stable configuration of buildings, streets and transportation terminals. On its periphery are the governmental, civic, industrial and supporting service areas which round out the area under study.

It is a highly concentrated area of people and activities. People on foot, in cars, in buses, the distribution of goods, and service vehicles result in conflicting movements, inconvenience, lost time, and higher operating costs. Concentration has brought congestion which in turn has tended to destroy the concentration which creates it.

In recent years downtown has been affected by moves to non-central locations; its percentage of total retail sales has declined, real estate values have stagnated; access has become difficult, and blighted and slum areas surround it.

What qualities are needed in the central area?

**Compactness** — The relatively high density and small area of downtown must be maintained to provide the most efficient interchange of services and materials.

**Accessibility** — Projected interstate and urban highways in various stages of completion, will reduce travel time to downtown.

**Expressway loop** — A proposed expressway loop around downtown will provide quick and easy access to any portion of the central core. Through traffic will move around the core; local streets will be free for service and access.

**Local Circulation** — Additional one-way streets on three sides of the core and streets oriented for efficient utilization of highway ramps will reduce congestion and speed traffic in the central business district.

**Parking** — Facilities should be provided in close proximity to highways, with some ramps directly into garages. Short-term spaces can be provided in garages closer to major traffic generators.

**Transit** — Mass movement of people via transit is essential to the growth of downtown. A rapid transit system must be developed from the framework offered in the recent transportation study.

**Terminal** — A bus terminal should be developed where local and interstate carriers can effect the interchange of passengers economically and conveniently.

**Separation of pedestrians and vehicles** — To alleviate hazards, inconveniences and congestion, some separation of these conflicting movements must be ultimately incorporated.

**Pedestrian malls** — After the above factors have been implemented, pedestrian malls will be a natural adjunct. Landscaped areas and new vistas will make downtown attractive to its inhabitants — businessmen, workers, shoppers, and visitors.

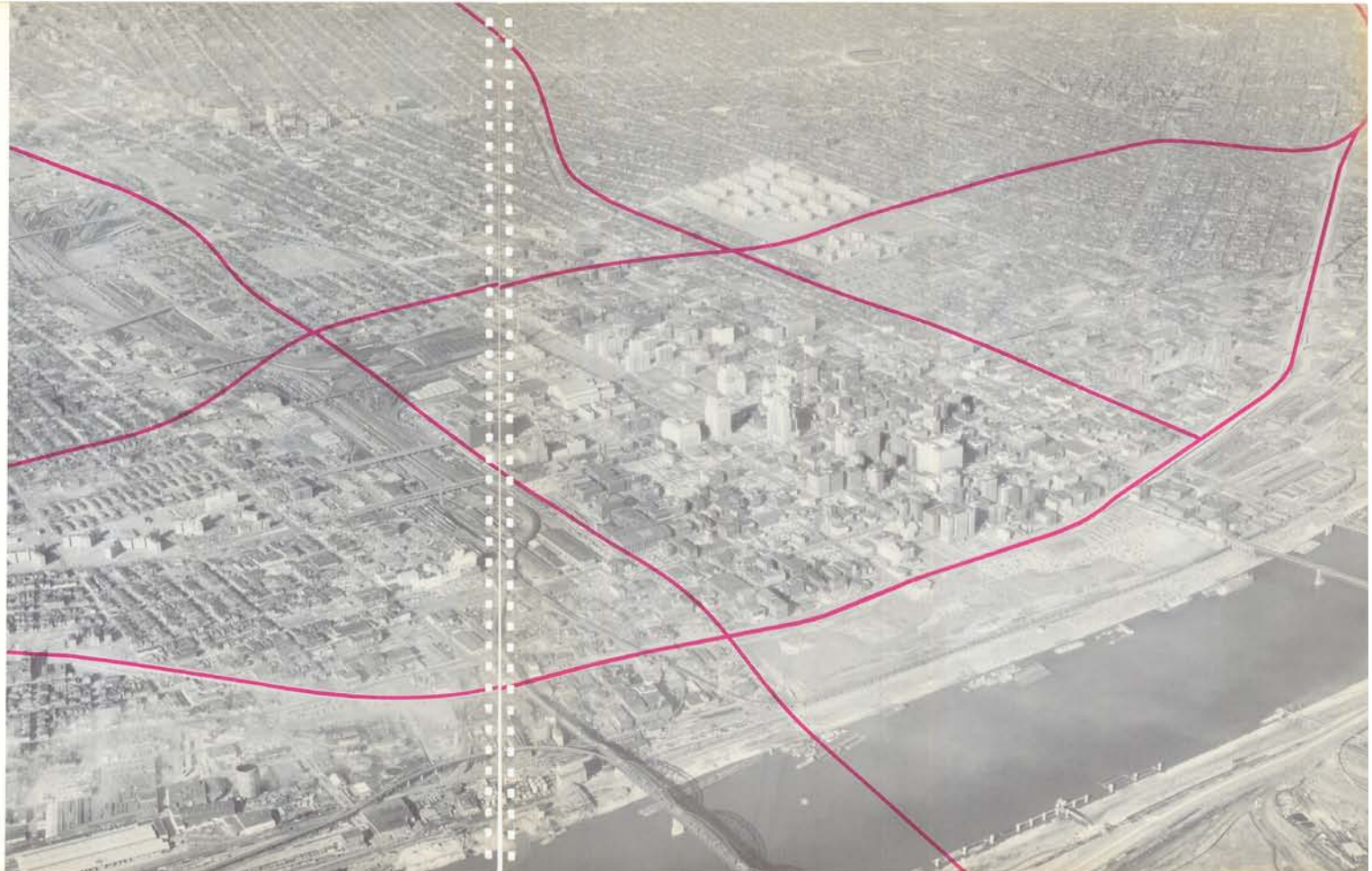
**Central Parkway** — The extension of the Memorial Plaza to the east will encourage new development and provide a link between the Jefferson National Exposition Memorial and the Civic Center.

**Redevelopment** — Older, blighted areas, such as those in which reconstruction is already contemplated, will instill new vigor into the core values.

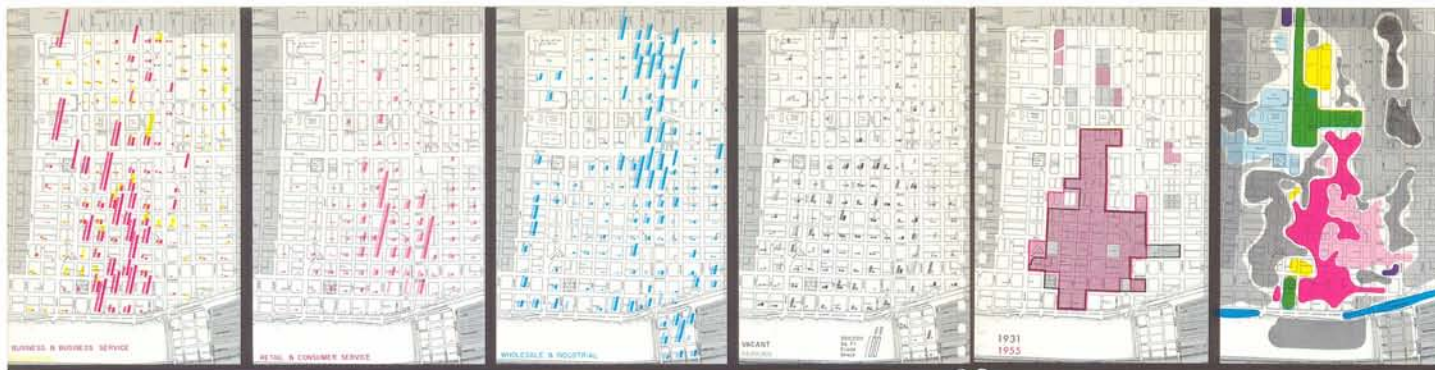
**Rehabilitation** — Many existing structures must be modernized if the central business district is to meet the challenge that the future offers.

**Civic Design** — New and rehabilitated structures and open spaces must be of the highest aesthetic quality to set the tone for total civic design.

These are the steps by which our downtown will respond to the opportunities of the coming decades as an additional million people seek the financial, business and commercial services which only the central business district can offer.







## SPACE USE STUDY

Summary of Space Use in the Central Business District

USE	TOTAL SURVEY AREA				MURPHY-VANCE DEFINED AREA			
	1931 Sq. Ft.	% of Total	1955 Sq. Ft.	% of Total	1931 Sq. Ft.	% of Total	1955 Sq. Ft.	% of Total
I. RETAIL	7,506,646	17.1	7,281,159	17.3	5,035,055	29.5	4,716,300	28.6
1. Department Store	2,049,578	4.7	1,971,720	4.6	2,049,578	12.0	1,930,680	11.6
2. Specialty Store	2,087,166	4.7	2,125,265	5.0	1,217,306	7.1	1,311,505	7.7
3. Convenience Goods	1,237,601	2.8	944,250	2.2	383,023	2.4	516,477	3.1
4. Consumer Services	2,132,301	4.9	2,241,814	5.3	1,185,138	7.0	997,536	6.0
II. BUSINESS	12,074,706	27.5	13,281,949	31.3	8,626,089	50.6	8,917,268	53.7
5. Business Services	4,256,838	9.7	4,337,352	10.2	3,342,668	20.8	3,654,701	22.0
6. Wholesale Office	1,410,543	3.2	1,095,786	2.6	881,461	5.2	654,297	3.9
7. General Office	2,311,210	5.3	2,533,055	6.0	1,929,073	11.4	2,097,438	12.6
8. Government Office	1,511,943	3.4	2,532,296	6.9	338,296	2.0	594,260	3.6
9. Transit Hotel	2,584,172	5.9	2,383,346	5.6	1,924,391	11.3	1,916,472	11.5
III. WHOLESALE	6,141,506	9.4	5,473,789	12.9	471,269	2.8	414,089	2.5
10. Wholesaling with Stocks	1,850,312	4.2	3,510,729	8.3	157,179	0.9	163,186	1.0
11. Manufacturing with Sales	2,291,194	5.2	1,963,060	4.6	314,090	1.8	250,903	1.5
IV. MANUFACTURING	11,170,365	25.4	8,810,884	20.8	1,600,742	4.2	981,507	5.9
12. Manufacturing	3,854,271	8.8	4,533,055	10.7	586,786	3.4	612,765	3.7
13. Storage	7,316,094	16.7	4,277,829	10.1	475,956	2.8	368,742	2.2
V. TERMINALS	1,826,432	4.1	4,300,820	10.1	138.1	0.0	475,800	4.1
14. Transit Terminals	34,825	0.1	156,157	0.4	19,553	0.1	475,800	4.1
15. Auto Parking	1,771,607	4.0	4,144,663	9.8	133.9	0.0	475,800	4.1
VI. RESIDENTIAL	2,420,159	5.5	1,661,489	2.5	115,446	0.7	24,589	0.1
16. Residential	2,420,159	5.5	1,661,489	2.5	115,446	0.7	24,589	0.1
VII. VACANT	4,793,293	10.9	2,154,308	5.1	1,578,139	9.2	827,942	5.0
17. Vacant Store	600,900	1.4	324,134	0.8	168,207	1.0	102,551	0.6
18. Vacant Office	1,732,491	3.9	969,838	2.3	1,072,072	6.3	656,854	4.0
19. Vacant Lot	1,939,053	3.5	694,117	1.6	176,423	1.0	57,530	0.3
20. Vacant Industrial	920,149	2.1	156,619	0.4	158,277	0.9	10,647	0.1
TOTAL FLOOR SPACE	43,913,407		42,364,598		17,050,697		16,597,395	
Land	13,821,230		13,821,230		3,065,626		3,043,352	

MURPHY-VANCE DEFINITION

LAND USE — EXISTING

To assess objectively trends in the use of land and buildings in the central business district, occupancy data for the years 1931 and 1955 were compiled. These data are summarized in the table opposite.

The initial study area extended generally from 3rd to 20th and from Poplar to Cole; this is the area we call "Downtown" or the "Central Business District."

The Central Business Index Method developed by Clark University geographers Murphy and Vance was then applied to the data. This method defines the central business district as an area of contiguous blocks, each of which has at least fifty percent of its floor space devoted to offices, retail and service establishments, transient hotels, or commercial amusement, the total of which is at least equal to the land area of the block. Forty-nine blocks were contained in the Murphy-Vance definition for both years. These are shown on the map above.

Though these forty-nine blocks comprise only three-tenths of one percent of the City's land area, they contained ten percent of the total assessed value of real property in 1955. The central business district contained 1.2 percent of the City's land area, but seventeen percent of the assessed property value. The decline in occupied floor space revealed by the survey, therefore, is a cause for concern, for a continuing decline would threaten the fiscal base of the City.

The rapid expansion of the "business service" segment of our economy should assure continued demand for existing space in good condition, as



LAND USE — PROPOSED

well as a substantial amount of new space, provided it is planned and developed to capitalize on the unique assets of the central business district.

If new construction replaces obsolescent structures at the same average density as the remainder of downtown, a net increase in floor space of 30% would result. No more land area will be required for central business district purposes in the future, even if part of the land is cleared to provide much needed open space.

## CIRCULATION AND TERMINALS

Basic to developing the accessibility of the central business district is the interstate and urban highway program. This system will provide means of moving private cars, busses and service vehicles rapidly to and from the core.

A complete highway loop around the central business district is projected to permit ingress to the core at a point nearest the trip destination. The Ozark and Mark Twain highways merge at 3rd Street on the east; the Daniel Boone route is at Poplar Street on the south; on the west is the North-South Distributor at 22nd Street; and on the north is the Cole Street route. Of these, all but the last are on the State's highway program.

Completion of this loop will relieve local streets of the through traffic they now carry and free them for access and service. The major streets — Twelfth, Market, Washington and Third — around the central business district offer added opportunity to shift traffic to the periphery of the core. Additional development of pairs of one-way streets — Fourth and Broadway, Pine and Chestnut, and Delmar and Franklin, make possible even greater flexibility and convenience for service movements.

Construction of the dual-level Daniel Boone highway will require reorientation of north-south streets to make possible the greatest number of ramps to service the downtown area. Plans to erect a new river bridge at Poplar Street make ramps serving vehicles from Illinois essential.

The transfer of major traffic movements to the highways makes possible and essential development of long-term parking facilities on the periphery of the core adjacent to the highway loop. More detailed consideration of parking facilities will follow.

Further, the construction of the expressway loop around downtown would adjoin a major bus terminal at the northeast corner of the core. Here inter-city

and suburban lines can provide direct transfer to local transit movements. Efficient integration of these services is important to downtown which draws upon the entire metropolitan area for its work force.

Extension of this terminal from its present location to Washington Avenue will also provide additional pedestrian movements to help bolster retail frontage along Washington. A further refinement would be the installation of a heliport atop the terminal and in close proximity to major downtown hotels.

In addition to our major rail terminal at 18th Street, the plan calls for the retention of a portion of the old Post Office Site as a terminus for rail commuter service. Admittedly, to date, there are not suitable passenger volumes or dwelling densities to support such commuter service. It would appear, however, that future demands will necessitate such use; we will have the terminal site when the demand develops.

While there is emphasis on the need for ready access to the core and expanded parking facilities, this plan has based its parking estimates upon an improved transit service. A large number of shoppers and workers use transit; it is this intensity of passengers per vehicle which preserves the existing densities found in the core. An improved circulation pattern will stabilize or decrease travel time by transit. Increased efficiency in transit operations will aid in maintaining the high density core.

The general character of the core, then, will be set by the highways and improvement of traffic movements around the core, the development of parking facilities adjacent to highway routes, the erection of a major transportation terminal and the improvement of local transit.

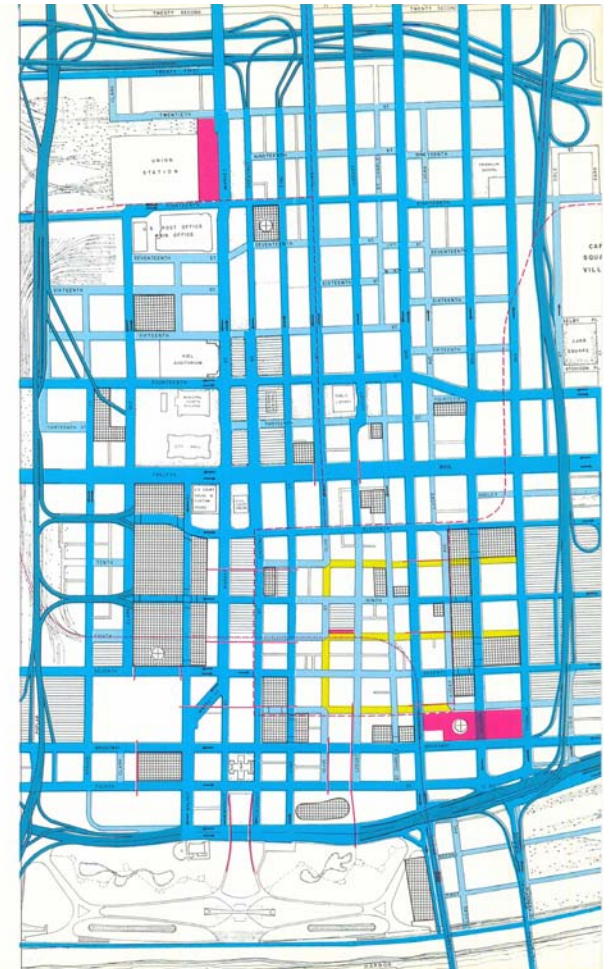
Solving the circulation problem is the prime essential of this plan.

### LEGEND

- Expressway
- Major Street
- Minor Street
- Direction of Traffic
- Pedestrian Mall
- Walkway — Grade Separated
- Rapid Transit Proposals
- Passenger Terminal
- Parking Garage
- Parking Garage — Reserve or Alternate Site
- Heliport



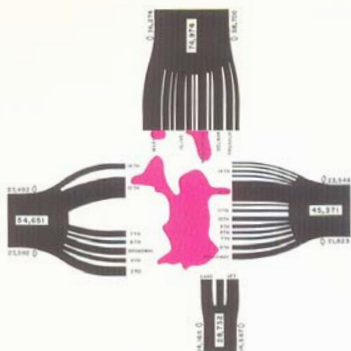
COURTESY OF LOUIS ADLER-BONNET



PROPOSED BRIDGE AND INTERCHANGE  
DANIEL BOONE AND OZARK EXPRESSWAYS



## TRAFFIC FLOW



PASSENGER VEHICLES ENTERING AND LEAVING  
DOWNTOWN BETWEEN 6 A.M. - 6 P.M.

On a typical week day, about 261,700 vehicular trips are made in and out of the central business district between 6 A.M. and 6 P.M. Of these, 84% are private and public vehicles carrying passengers and 16% are commercial vehicles carrying goods. An estimated 25% of these trips do not have their destination in downtown

The ease with which passengers and goods move in and out of is of major importance to downtown development. St. Louis is fortunate, for unusual foresight has been used since the turn of the century. An effective major street construction program throughout the years has done well in keeping pace with changed demands.

As early as 1910 the City Plan Association published a report proposing a framework of major boulevard areas and "traffic congestion" in the central district. The year 1915 marked the balance between the registration of "horse" vehicles (15,839 licenses), and "motor" vehicles (15,887 licenses). By 1921 the ratio was 7 to 1 in favor of the motor vehicles which registered 60,500 licenses in the city.

In 1916, the City Plan Commission adopted a comprehensive major street plan and development program for the entire city. The plan was focused on the central district and the recommended improvements were con-



LOOKING SOUTH TO 12th ST. VIADUCT

structed. At this time the form of the present core area was established. The streets within the core remained narrow to allow access to the property, and the streets on the periphery were widened to carry the heavy traffic flow. Market, Twelfth, Delmar-Franklin, and Broadway-Fourth formed a ring from which major thoroughfares radiated throughout the city.

Traffic flow increased at an unprecedented pace and the need to separate conflicting traffic movement was recognized early. In 1928 the report, *A Plan for the Central River Front*, recommended a "Third Street Elevated Trafficway" circling from Thirteenth and Mullanphy, to Third Street, and on to Gravois at Twelfth. Ramps were designed for direct access into multi-level garages east of Third to serve the downtown. The principles established remain basic to the current plan.

Today's municipal traffic is no longer only a local concern. The current federal-state program not only recognizes the importance of the central business district to the urbanized area, but also to the region. Urban highways or expressways are being designed and constructed to provide uninterrupted traffic between the core area and the State and Inter-State highway system. This network will relieve the surface streets for their intended local use and allow increased mobility.

In 1922, 65% of the passenger movements in and out of the core were in streetcars which comprised only 10% of the vehicular movements at an average of 30 persons per streetcar. In 1957, 35 years later, 65% of the passengers were in private cars which comprised 78% of the vehicles with only 1.6 persons per car.

Another factor detrimental to the free flow of traffic is the concentration of rush hour movements. In 1957, on a typical work day 14% of all traffic moved in and out of downtown between 4:30 and 5:30 P.M. A renewed emphasis on diversified activity should alleviate this pattern and establish better utilization of all the transportation facilities.

The use of private vehicles will continue to increase, but a balanced system must be constantly pursued and a choice of transportation means preserved.

## SERVICE: BUILDING ACCESS

All buildings in the core require some vehicular access whether it be for messenger service to an office structure or for the multiplicity of vehicles required by eating establishments or large retail operations. Access for service vehicles is provided today by both streets and alleys.

To determine the extent to which service vehicles utilize downtown rights-of-way, a field survey was made of all vehicles making stops in the area bounded by Broadway, Twelfth, Pine and Washington. Vehicles were classified by size, type and, where evident, purpose or kind of delivery.

Of more than 5,000 commercial vehicle stops in the survey area between 9 a.m. and 4 p.m., over 66 percent stopped less than ten minutes. Later checks of early hour deliveries verified this pattern. Only eight percent stopped over 30 minutes. In some instances, there was evidence of duplicating trips by the same firms within the same half-hour period. While there are valid reasons behind these duplications, they raise questions concerning alternate techniques for servicing the central core.

While the ultimate plan does limit use of some streets, vehicular access is provided on at least two sides of every block. Moreover, based upon the survey information, adequate service to all buildings can be provided.

Because of costs, large-scale revisions in servicing operations are not likely today. In the future the increase in business service and office buildings and the decline of wholesaling could result in less intensive service requirements.

As adjustments are made, alternatives will have to be considered. Consolidation of in-bound shipments and deliveries, provision of off-street loading facilities, or revised schedules may be possible.

Service can be maintained on existing streets and alleys with only minor adjustments. However, ultimate separation of pedestrian and vehicular movement can be achieved as detailed plans are refined.



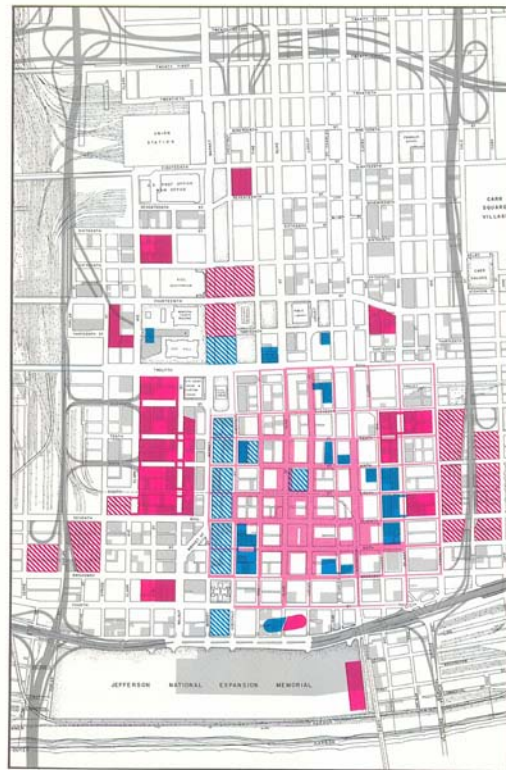
#### INADEQUATE LOADING



### OFF-STREET LOADING



# PEOPLE AND PRIVATE VEHICLES



Those persons who reach the central business district by private vehicles require three distinct patterns of parking.

A limited number of spaces are needed adjacent to high generators for salesmen, doctors, and others stationed in the central business district who use their personal vehicles frequently.

Second are those short-term parkers, who, for business or service calls or quick shopping trips desire parking facilities within short walking distances of their destinations. This plan shows existing facilities and logical additional locations for such parking terminals.

Finally, for those who drive to work, special-event or other long-term parkers, major garage installations will be provided adjacent to the highways on the north and south and to a lesser degree on the east. The expressway loop will provide ready access to these facilities. So that these



EXISTING PARKING LOTS



NEW GARAGE



MECHANICAL GARAGE



GARAGE COMBINED WITH OFFICE BUILDING

multi-level operations can provide maximum efficiency, it is recommended that ramps be constructed directly from the expressway to above-grade entrances, as well as to the streets. These additional ramps will enable upper garage floors to be easily filled and emptied. Such a system is essential to the free movement of traffic on the highway loop and the local streets.

Parking garages are linked to the core by grade separated walks to provide uninterrupted pedestrian movement from car to destination.

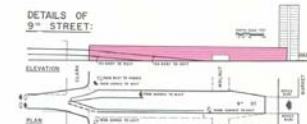
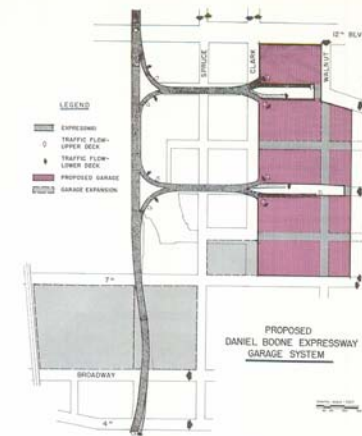
In 1958 there were 26,000 off-street parking spaces east of 18th Street; 9,000 of these were in garages, the remainder on lots. This plan proposes increasing off-street spaces to 36,500 with alternate or additional possibilities totalling another 16,000 spaces. Future underground reserves in publicly owned space total 5,500 spaces. To provide for the needed parking program, these designated sites must be reserved now.

These projections include consideration of an efficient rapid transit system for without it an estimated 80-90 thousand parking spaces would be required to support potential downtown growth. Conservatively, this number would require over 20,000,000 square feet or 50% more area than the central business district.

The continued demolition of buildings and their replacement by parking lots cannot be regarded as a permanent use of central business district land. As interim uses, many parking lots serve an important function, but must ultimately give way to more intensive use. High density multi-level land use requires high density multi-level parking.

Completion of the expressway program will make efficient movements to and from the core possible, but related parking as outlined here must also be provided to take full advantage of this impetus.

Parking of itself is not a generator for downtown. In the future we cannot continue the privilege of parking at the door of our destination without destroying the density which is the essence of the central business district.







UNION STATION



PUBLIC SERVICE CO. BUS



UNION BUS STATION

## PEOPLE AND PUBLIC



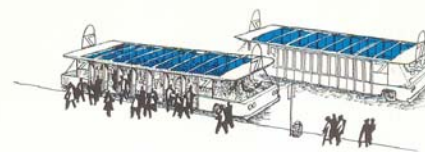
The importance of public transportation to the vitality of downtown has been noted; it cannot be over emphasized. While inter-city and suburban lines bring several thousand persons into downtown each day, the greatest effort must be directed at carrying more people per day into the core by local transit.

About 65,000 riders destined for the central business district arrive by transit each day. However, this figure is considerably less than that of ten years ago. And as transit riding declined the number of cars entering and leaving downtown each day increased. That this pattern reflects national trends, does not diminish the need to re-establish the dominance of transit riding.

If downtown is to achieve its potential growth, which has been estimated at a 45,000 increase in its workforce, it can be done only with a rapid transit system. Mass transit is essential to the preservation and strengthening of the compactness and density patterns now present.

Completion of the Mark Twain expressway and the construction of the Ozark and Daniel Boone Highways will present new opportunities for express bus service at average speeds which can be competitive to private auto use. Within the core, by freeing local streets of through traffic and much of the personal vehicular travel, improved transit movement will increase the efficiency of operation. Use of free zones and a pay-leave system would facilitate daily travel operations within the core.

As the plan is developed, adjustments in transit lines can be made which will provide service on all sides of the super-blocks giving better



FREE SHUTTLE BUS



POSSIBLE FORM OF RAPID TRANSIT LOOP

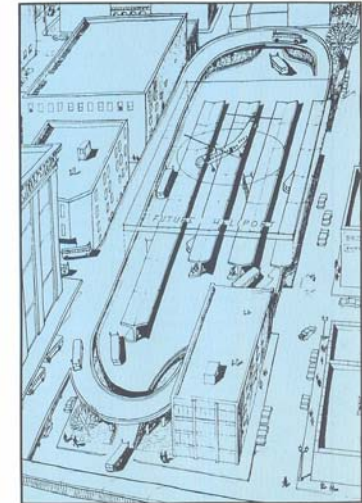
## TRANSPORTATION

distribution than is apparent today. Use of St. Charles Street in peak-hour periods and two-way use of Locust Street by busses will provide additional loading points. During P.M. peaks, terminal points within the penetrating loop streets in the super-blocks can be used for express bus loading. These units can then move directly into their out-bound route. Any increased efficiencies in transit operations should help stabilize fares and improve riding habits.

Ultimately, a rapid transit system must be developed if we are to reach the growth potential of the central business district. The recent study by the W. C. Gilman Company proposed the use of busses on their own right-of-way or using the expressways as suggested above. In the central district, the survey proposed an elevated right-of-way along 11th, Lucas, 6th and Chestnut Streets, this route is indicated on the transit map. Further studies will be needed to determine the best solution and location, whether above, below, or at grade, rapid transit movements must be provided to the core.

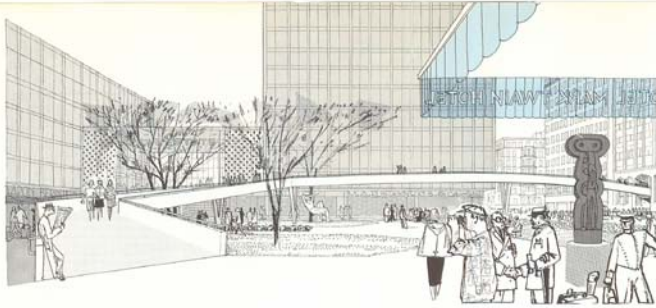
Within the core, possible use of electric powered vehicles with maximum loading and unloading features as depicted above may provide the kind of link between generators which the package laden or less energetic pedestrian may prefer.

At the other end of the trip, introduction of parking areas along transit lines should encourage park-ride operations. Just as downtown has a large stake in transit; so transit has a large stake in the development of downtown. The future of both requires vigorous efforts toward the creation of a rapid transit system.



SUGGESTED SCHEME FOR PROPOSED INTER-CITY BUS TERMINAL

ST. LOUIS METROPOLITAN AREA TRANSPORTATION STUDY



## PEOPLE AS PEDESTRIANS

Regardless of mode of travel, every downtown worker or shopper, business man or visitor finally becomes a pedestrian. It is at this pedestrian level that the physical environment of downtown becomes most important. Its human qualities and visual attractiveness must be improved. In retail areas, where window shopping is part of a trip "Downtown," free and easy movement by the pedestrian must also be provided.

As highway and parking elements of the plan are completed, controlled usage of certain core streets will be possible. By limiting some streets to pedestrians, super-blocks can be created from the small existing blocks. The narrow streets of the core can be readily adapted to the concept of pedestrian walkways.

Street planting, landscaping, displays and street furnishings can offer pleasing visual stimulants for the pedestrian.

Alternatives such as elevated moving sidewalks are possible, but pedestrian resistance is to congestion, conflicting movements and delays rather than to distances. Development of malls as shown in the sketch of 6th Street can accent and highlight shopping streets, yet still provide for emergency vehicular access.

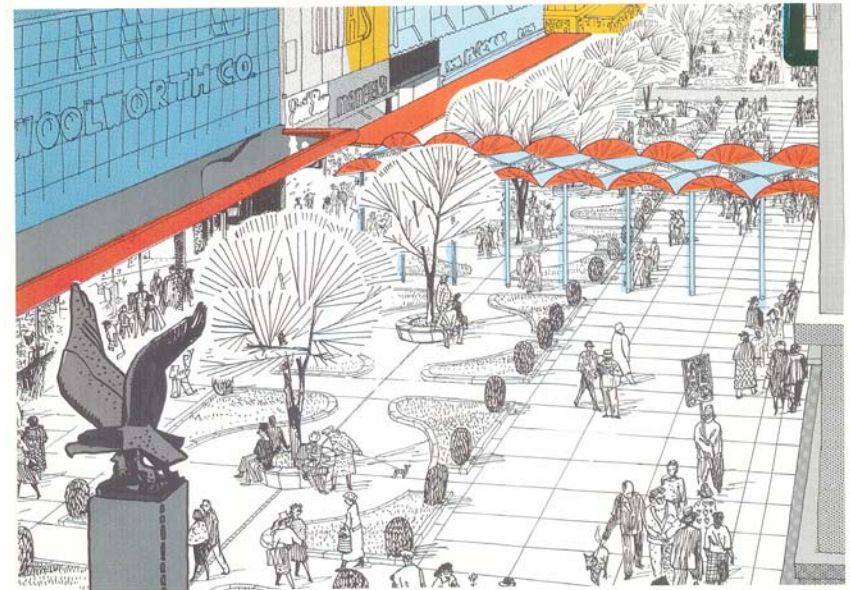
The goal is not the duplication of regional shopping areas, for the basic functions of downtown are far too complex; the goal is the creation of an atmosphere, a feeling that working or shopping in downtown is a pleasant experience.



PEDESTRIANS CROWDED ON 6th STREET SIDEWALK

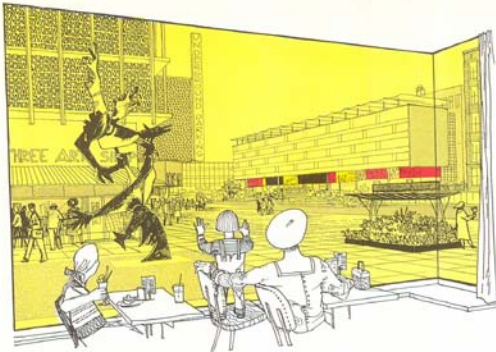


COURTESY OF: LOUISIANA STATE UNIVERSITY



SIXTH STREET MALL





THE IMAGE OF DOWNTOWN CAN BE CHANGED

## QUALITY ENVIRONMENT

The visual appearance of downtown is an extremely important element in the overall environment of the area. Although a good start has been made in the past year toward remedying the situation, the need for better housekeeping in the central district is very evident today. Street litter, unkempt news stands, dirty windows, and grimy building facades now exist in sharp contrast to attractive display windows often only inches away.

In addition to greater cleanliness and better maintenance practices, open spaces should be created. These will provide small, intimate areas where shoppers and workers can relax and will relieve the monotony of rows upon rows of buildings yet not destroy the continuity of the downtown area. Either of themselves, or later in conjunction with pedestrian walkways, these open spaces will — through attractive design — establish an entirely new personality for the city's core. The sketch on the opposite page shows the quality of environment possible facing the Bell Telephone Building.

The design of new structures in their aesthetic quality must respect their neighbors and the total visual impact.



## PLANNING AREAS

Downtown has been divided into four planning areas to consider more exactly and conveniently the land uses and remedial treatment required.

### 1. CORE

The core of the central business district contains the major traffic generating retail facilities, banks and hotels as well as many of the important office buildings. It is the site of the high value corner and the greatest densities of pedestrian movement. Though there is obviously overlap with the other areas, the core area most nearly represents the concept of "Downtown." Basically, the treatment required is continued conservation and rehabilitation. Some few structures will have to be replaced. The immediate goal of any plan must be the preservation of this core area.

### 2. RIVERFRONT

The area lying east of Broadway between Washington and Poplar contains several office structures which function with the core. Completion of the Jefferson National Expansion Memorial, and the Ozark and Mark Twain Highways, however, will remove most of this area from its position on the periphery of the core and will give it a new function as the "front door" to St. Louis.

Most of this area has now been declared "blighted" under Missouri law and redevelopment treatment seems assured. A carefully designed relationship must be established to link the core and the Jefferson National Expansion Memorial.

### 3. PARKWAY — STADIUM

South of the core between Broadway and 12th Street are miscellaneous service functions, warehouses, parking lots, and substandard residences. Much of the area has been declared blighted under the Missouri statute noted above.

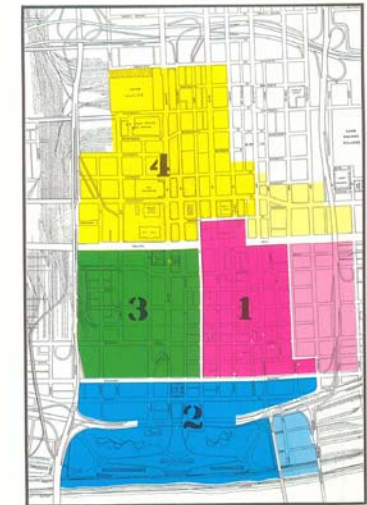
A Parkway between Market and Chestnut connecting the Jefferson National Expansion Memorial and the Memorial Plaza is recommended here. This can generate much new development. Redevelopment proposals for a new stadium and supporting facilities have already been projected in this area. Parking garages tied directly to the Daniel Boone expressway will provide further stimulus to redevelopment.

### 4. PLAZA

Reconstruction in this area to the west of the core is already well underway. The new Federal Building, the Plaza Square Apartments and connecting of Alou and Memorial Plazas are indicative of the pattern emerging here. Rehabilitation of municipal buildings and a new library annex at 17th and Locust add to the improvements bolstering this portion of the central district.

The character of this area is established; new growth such as the Post Office expansion at 17th Street and the proposed city garage at 15th and Clark will strengthen its civic, residential and service areas. New development will complete the connection of the Mill Creek Redevelopment Area to the central business district.

The area north of Delmar falls within the Murphy Renewal Area. Further study will be required to relate it to both the Murphy Area and expressway loop.



# 1. CORE AREA

The Core Area is the nucleus of downtown. The compactness of the core provides a fortunate point of beginning for a truly effective metropolitan center.

The plan on the facing page shows the existing assets and the improvements that should be accomplished in the near future. Here in the core are the highest density of land use, the greatest mixture of types of activity and the most concentrated pedestrian movements. These will be intensified as growth occurs.

Existing structures indicated in red are the ones in best condition, and the least likely to undergo major change.

Existing structures indicated in brown vary considerably. Some are in excellent condition but small, some are large but fairly maintained, some are outmoded and need major renovation if they are to remain. Generally all will remain; they are subject to normal change only as new demands are made for space. Certainly size alone is not a criterion for the importance of a structure. Variety of size and forms and unexpected contrasts are inherent qualities which add to the uniqueness of downtown. The elements that determine the continued life of these buildings are the functions within, their relationship to other buildings, and evidence of sound maintenance practices.

The buildings shown in white are suggested replacements for sites in greatest need of new development. The design of new buildings is suggestive, but the proposals for public areas and garage sites are firm recommendations.

The Old Post Office site presents an excellent opportunity to fulfill the essential need for a focal point in downtown. Opening this site for a public plaza will accomplish many objectives: The focal point which will establish an identity to the core, a point of orientation for visitors, a meeting place for friends and shoppers, a gathering place for workers who enjoy a short stroll at lunch hour,

a delightful contrast in space relations and a pleasing setting for community drives and programs. The existing building is a formidable barrier which generates limited central business district activity, yet creates a traffic hazard for both pedestrians and other vehicles on Locust Street. A new building on a limited percentage of the site would generate new activities and still provide existing services.

Any new construction should preserve access to the railroad tunnel and allow for a future passenger terminal. The sketch below presents such a solution.

By establishing pedestrian walkways, existing small blocks can be merged into groups of two or four. Though oriented to the pedestrian's needs, these super-blocks would permit access by emergency vehicles.

Buses will have exclusive lanes on through streets and service vehicles will have access to at least two sides of every block in the ultimate stage of development. Most private vehicles will be in garages adjacent to the highways or on peripheral streets which serve short-term parking garages nearer the major generators.

A new inter-city and commuter bus station is recommended at 6th and Washington extending to Franklin Avenue. This includes the existing Union Market where only a small area is devoted to bus operations. In the combined facility, buses would use the second level leaving the ground level for the market and related commercial operations. A heliport is suggested for the roof level.

Above grade walkways will connect garages and the bus station to superblocks in the core for safer and easier access.



OLD POST OFFICE

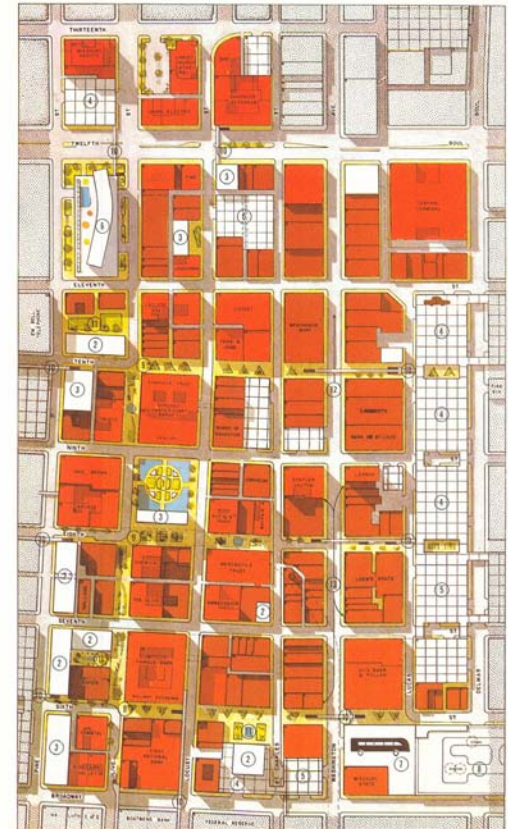


A SUGGESTED DEVELOPMENT FOR THE POST OFFICE SITE

1. Central Square
2. Office-Retail Building
3. Office Building
4. New Garage
5. Garage Expansion
6. Hotel
7. Bus Terminal
8. Heliport
9. Mall or Walkway
10. Grade-separated walkway with escalators, connecting garages, core, etc.
11. Public Open Space
12. Area of expansion for Downtown Functions
13. Frontage in need of major rejuvenation or replacement

## LEGEND

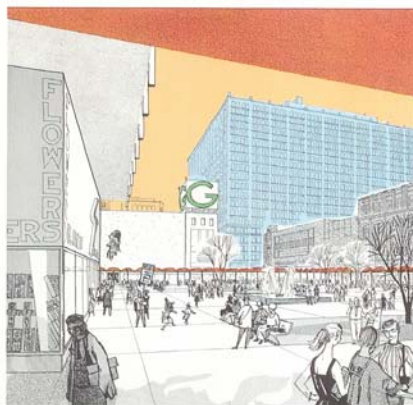
- New Structures — Suggested
- Structures Least Probable to Change
- Structures Subject to Change or Improvement
- Garage
- Sidewalk





## 1. CORE AREA

The sketches on this page and the next illustrate typical treatment which could be applied easily in the Core Area. The narrow street and a varied building line afford an opportunity to create a framework for a pleasant environment



A RETAIL CENTERED STREET CONTROLLED FOR PEDESTRIANS

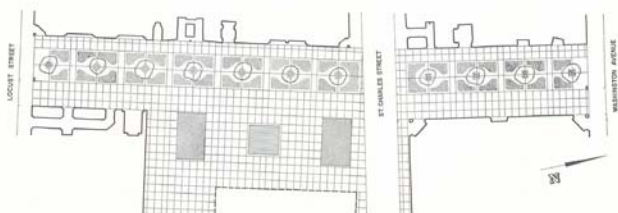
with human scale and convenience. The view in the photo looking east on Olive Street would be transformed into a place for people, rather than vehicles.

The remaining area under study radiates from the Core. Business activity extends to the east and south. The Civic Center extends to the south and west. The new residential area and semi-public buildings, such as the YMCA, the YWCA, and churches, are to the west. Industry and specialized retail are to the north. The future prosperity of the total central district will depend upon the lead provided in the Core.

As the expressway construction is advanced and garages built, the consolidation of the core can proceed with minimum disruption. When rapid transit is a reality, a continuous pedestrian movement from Broadway to Eleventh and Pine to Washington will be possible.



OLIVE STREET — LOOKING EAST FROM 10th



A SUGGESTED PLAN FOR A MALL ON 6th STREET



A DOWNTOWN FOR PEOPLE



RIVERFRONT AND DOWNTOWN FROM EADS BRIDGE

## 2. RIVERFRONT AREA

The central business district has remained close to the Mississippi River over the years. Nevertheless, its back has been turned to the river for a very long time as evidenced by the photograph above. Since the adoption of modern construction methods, only one major building has been constructed to take advantage of this unique frontage.

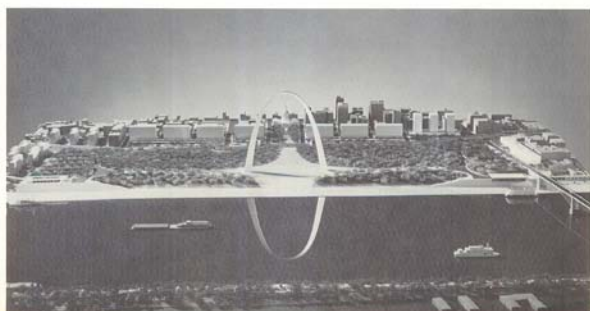
Developers by-passed the aging area east of Third Street and eventually the land was cleared for the Jefferson National Expansion Memorial. The nearest major buildings face west on Fourth Street. Only one new three-story office building faces east on Third.

Those days are past. The Jefferson Memorial construction is underway. The Old Court House and Cathedral have been renovated. The Third Street frontage has been declared "blighted" and developers are competing for the opportunity to rebuild the designated areas.

The design and general characteristics of the Jefferson Memorial have been established as shown in the picture of the model. Existing buildings between 4th, Walnut, Broadway and Washington as well as some of those in the blighted area are in reality extensions of the core area. As such they provide a tie between the Memorial and the new development proposals.



A PROPOSAL FOR RIVERFRONT REDEVELOPMENT



JEFFERSON NATIONAL EXPANSION MEMORIAL (Model)

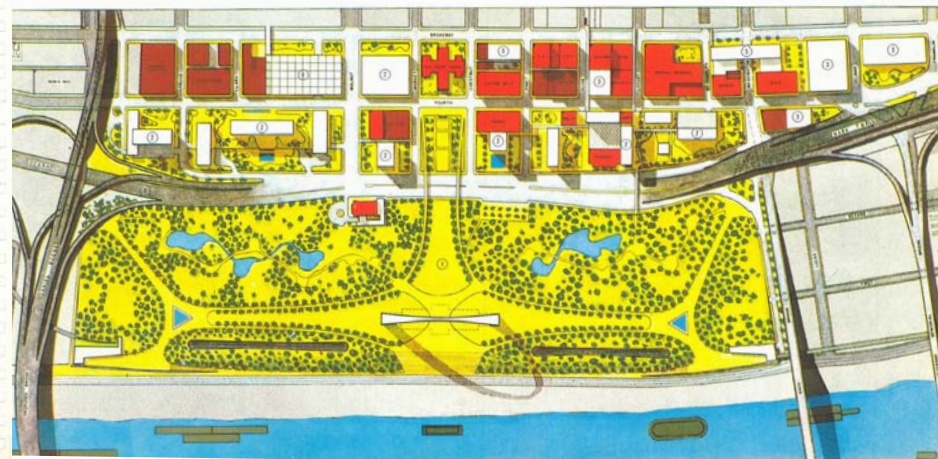
The design of the designated redevelopment project area remains the unique challenge. Some basic elements are generally indicated. Elevated public terraces will afford a better view of the Memorial, allow free movement of people above the traffic and permit direct pedestrian connections between the Park and the Core. Restaurants and specialty shops will be required for the enjoyment of daily visitors, shoppers and workers. Motel and hotel facilities will be necessary for the anticipated tourist movement and increasing convention activities. Parking will be incorporated to fulfill the demands of the projects themselves with additional spaces to supplement the needs of the Park and adjoining existing buildings. Most of all, the form must complement the Memorial Arch and furnish a renewed invitation to enter the city.

The traveler from afar expects to experience the Mississippi River when visiting St. Louis, just as a mid-westerner expects to experience the ocean when he visits the coast line. The increasing river traffic of both commercial and pleasure crafts, the potential of the St. Lawrence Seaway, the extension of navigable water on more streams, and the general increase in leisure time, should arouse the imagination of every citizen to the opportunities provided by the river. Redevelopment of this area and adjacent blocks between the bridges can provide for the renewed consciousness by St. Louis of its heritage and future as a great river city.

1. Jefferson National Expansion Memorial
2. Riverfront Redevelopment Area
  - Motels
  - Hotels
  - Apartment
  - Offices
  - Specialty Shops
  - Restaurants
  - Garages
3. Office Building and Business Services
4. Garage
5. Office-Retail Building
6. Proposed Poplar Street Bridge
7. Expressway

### LEGEND

- New Structures — Suggested
- Structures Least Probable to Change
- Structures Subject to Change or Improvement
- Garage
- Sidewalk





### 3. PARKWAY-STADIUM AREA

A unique challenge and opportunity are presented in the area between the Downtown Core and the Daniel Boone Expressway. The extension of the highway and the proposed bridge at Poplar Street gives this area new values. The series of bold proposals shown on the plans establish new concepts of the potential in a planned central district.

A Parkway is proposed to complete the dramatic expanse from the Mississippi River to 20th Street — truly creating a new "Gateway to the West." Formal in concept, yet human in detail, this axis is centered on the Memorial Arch. Immediately adjacent to the high density core, this distinctive feature will unite all central district activities. It will symbolize the new Downtown.

The sports stadium introduces a new function on the fringe of Downtown St. Louis. This imaginative proposal has received wide-spread support. The location takes advantage of maximum public transportation, expressways and surface streets. A motel, restaurants, commercial recreation, and parking facilities are so located as to serve the stadium, the downtown, and the riverfront with a minimum of conflict and maximum benefit from the multiple demand for their services.

The office buildings facing the Parkway are an extension of the existing core area business activities. Displaced business establishments would be encouraged to relocate here. The proposed structures on the south side of Market Street which abut the garage complex would be suited for specialized occupancy which benefits by nearness to the core but does not need to be within it.

The garage space shown in the plan includes some short-term parking in addition to the garages which connect directly to the Daniel Boone Expressway. In the latter many cars will park without reaching the street; interior ramps connect all parking levels to both the surface streets and expressway. The overhead ramps will relieve the service streets of considerable traffic. The top deck of the eastern garage at 7th Street will be reserved for helicopter service. The ground floors could be occupied by industry, wholesaling or service functions. Pedestrian walkways to the stadium and to the core pass above the street traffic. Blocks should be acquired and cleared in the Parkway as soon as possible. Until the parking garage program is advanced, they could be landscaped and leased for surface parking. The photographs exhibit the deteriorated conditions of much of this area and stress the need for comprehensive action.



COURTESY OF LOUISIANA ARCHITECTURE

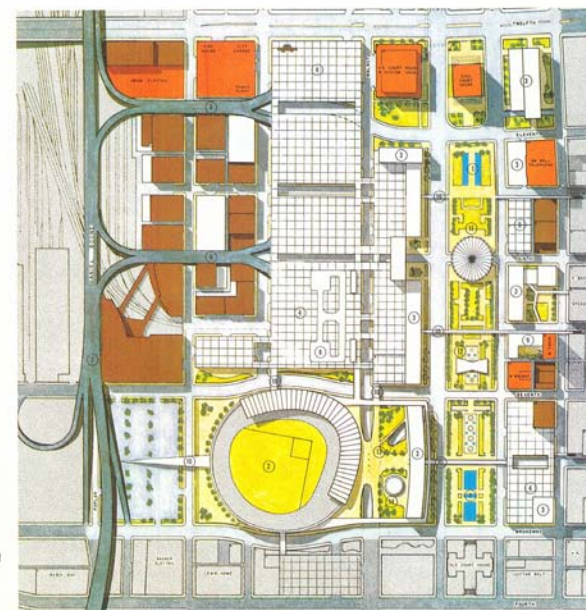


PRELIMINARY STUDY OF PROPOSED STADIUM

1. Parkway
2. Stadium
3. Office Building
4. New Garage
5. Garage Expansion
6. Expressway Ramp — direct connections to garages and to surface streets
7. Expressway
8. Helipad
9. Hotel Expansion
10. Grade separated walkways with escalators, connecting garages, stadium, core area, etc.
11. Music Hall
12. Tourist Center
13. Elevated Esplanade
14. Restaurant and Bowling

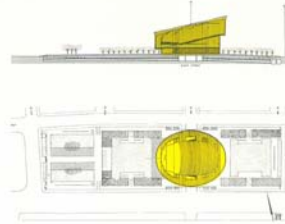
#### LEGEND

- New Structures — Suggested
- Structures Least Probable to Change
- Structures Subject to Change or Improvement
- Garage
- Sidewalk

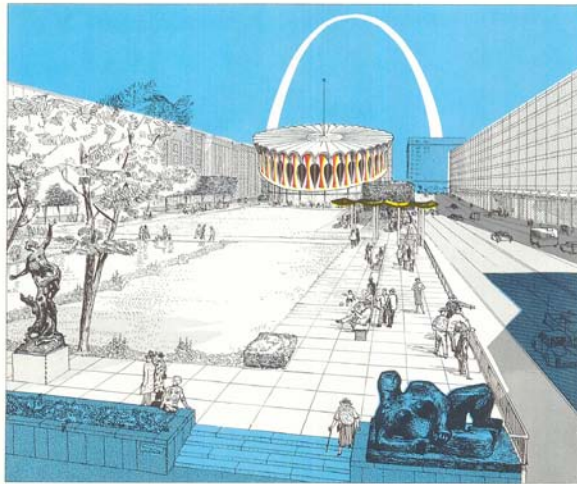


### 3. PARKWAY-STADIUM AREA

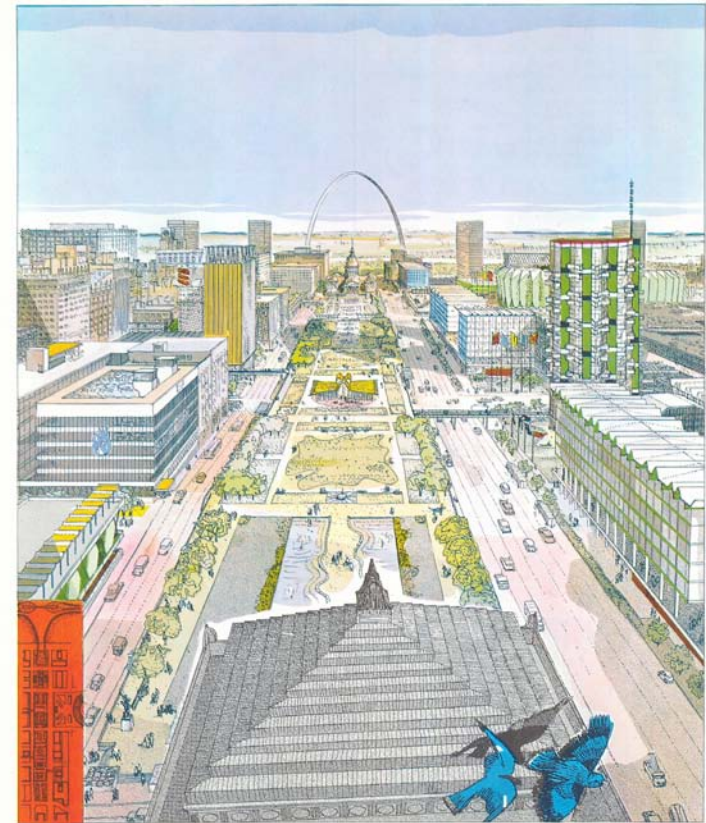
The Parkway development is designed to generate activity. These sketches suggest possible treatment. The park development is maintained at an even level which creates an elevated terrace as the existing grade dips at 9th Street. On this page a Music Hall is proposed as a central theme in the expanse between the Civil Courts Building and the Old Court House. On the facing page a permanent tourist center is illustrated. Underground parking can be incorporated at the time of construction of the Parkway or can remain a reserve area against future demand.



SUGGESTED MUSIC HALL ON PARKWAY



PARKWAY — LOOKING EAST FROM CIVIL COURTS BUILDING



PARKWAY — JOINING CIVIC CENTER AND JEFFERSON NATIONAL EXPANSION MEMORIAL



## 4. PLAZA AREA

The area west of Twelfth Boulevard is characterized by public and semi-public activities. This atmosphere dates back to the early history of the city when parks, churches, public buildings, and markets were a part of the prosperous and colorful residential area that centered here and extended to the west.

Today the Civic Center and extensive open plazas dominate the scene, three churches have survived the many changes, Campbell House remains an historical representative of the residential era, a new form of residential living is becoming a reality, and such organizations as the YMCA and YWCA serve community needs. The Core Area extends to Thirteenth Street, establishing a desirable interrelationship.

The Civic Center comprises a broad variety of governmental, cultural and recreational functions. Most of them will be expanded in the future; fortunately the space is available. Just as the Core extends west to Thirteenth, the Civic Center extends east to Eleventh. The extension of the Parkway to the east, connecting the Jefferson Memorial to the Memorial Plaza, accents the importance of developments in the Plaza Area.

The three Plaza blocks between Fifteenth and Eighteenth Streets are cleared and ready for landscaping and development. To the north the new Plaza Square Apartments and church rehabilitation projects are nearing completion. To the south the new Federal Office Building is under construction. Adjoining it and Kiel Auditorium, a garage to fulfill their immediate needs is contemplated at Fifteenth and Walnut. An expansion of Kiel Auditorium is shown, as well as a suggested Civic Theatre at Fifteenth and Chestnut, with underground parking serving both structures.

St. Louisans have been farsighted in establishing much open space throughout the years. The Aloe Plaza, facing Union Station is an unusually stimulating pleasure. It is the terminus of the central business district and the point of beginning for the Mill Creek Valley Redevelopment Project. Additional details of interest such as reflecting pools or public gardens are needed in the Plaza blocks between Twelfth and Fifteenth Streets. The success of open spaces can be measured only by the satisfaction and enjoyment they can offer.



CIVIC CENTER — LOOKING WEST FROM CIVIL COURTS BUILDING

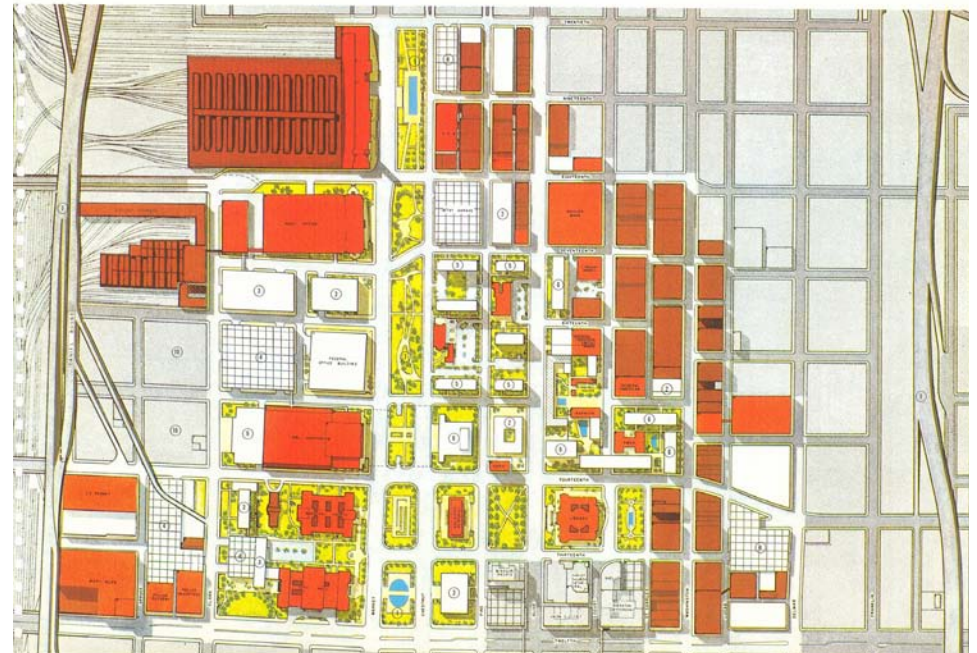


PHOTOGRAPH BY LARRY FORD PHOTOGRAPHY

1. Memorial Plaza — Aloe Plaza
2. Retail
3. Government Building
4. New Garage
5. Plaza Square Apartments
6. Residential
7. Expressway
8. Civic Theatre
9. Kiel Auditorium Expansion
10. Service Area for Civic Center

### LEGEND

- New Structures — Suggested
- Structures Least Probable to Change
- Structures Subject to Change or Improvement
- Garage
- Sidewalk



#### 4. PLAZA AREA

Numerous public and semi-public buildings and open spaces are located in the area west of Twelfth and north of Olive. The expansion of these activities interspersed throughout with an extension of the new residential district, will provide an attractive environment for both. This proposed development extends to Washington Avenue, between Fourteenth and Fifteenth, tying in with General American Life Insurance and International Shoe Company office buildings. The adjoining loft buildings on Locust and Washington vary in quality. Many still house industry and wholesaling, some are occupied by business services, and some space is being modernized for offices. These fringe functions extending north and west to the expressway loop will be subject to further study.

The sketch to the right is a view from Olive Street looking northwest toward the Central Library with such a residential development in the background. The lower sketch is a view to the west from Thirteenth and St. Charles.



CENTRAL LIBRARY



LUCAS GARDEN





## DEVELOPMENT PROCEDURE

The Downtown Plan presented here is a basic framework plan intended to serve as a guide to orderly private and public improvements and to establish the objectives of environmental quality and economic soundness. Within the basic framework it does have flexibility to permit great latitude of variables in design. As an element of the City's comprehensive plan it will be augmented by more specific recommendations and details. Further recommendations will cover the plans' various facets, proposed new legislation and procedures of implementation.

Planning considerations have been listed in five groupings more in order of emphasis than timing; however, it is essential that the basic circulation elements of the plan, including expressways, street changes and improvements, parking facilities and pedestrian malls be expediently and progressively programmed to establish the framework for other improvements. Additional elements can then be integrated into the plan in a logical sequence. However, most private and public projects can begin at any time and many could be developed concurrently. All are part of the never ending progression of changing needs and requirements; as such the timing depends upon many variables.

**EXISTING**  
The first map shows the predominant land uses which constitute the existing downtown. These land uses form the basis for the proposed plans. The following maps show how the several functions can be modified and expanded to renew Downtown St. Louis.

EXISTING



ONE



TWO



THREE



FOUR



COMPOSITE



### ONE — Immediate projects:

Acquire Old Post Office Site.

Acquire expanded bus terminal site.

Landscape Plaza blocks between 15th and 18th.

Complete new Federal Office Building, Plaza Square Apartments, and rejuvenation of churches.

Complete relocation of railroad tracks in Jefferson Memorial.

Widen and open 14th Street north of Olive.

Complete Mark Twain Expressway.

Assemble parking garage sites as outlined on the map.

Build garages at 7th and Pine, and north end of Jefferson Memorial.

### TWO — Emphasis on the Core Area:

Develop Old Post Office site.

Build new bus terminal.

Encourage new private development where shown and extensive rehabilitation of the remaining private property.

Open Alley between 7th and 8th at Olive for service vehicles.

Grade Jefferson Memorial.

Acquire Riverfront Redevelopment area.

Widen 12th Boulevard north of Lucas.

Connect 11th Street at Market.

Convert 4th-Broadway and Delmar-Franklin into one-way streets.

Redesign surface interchange at Veterans Bridge.

Extend Ozark Expressway to south.

Construct and extend garages as shown.

Include grade-separated walkways.

### THREE — Emphasis on Riverfront Area:

Landscape Jefferson Memorial Park.

Widen Pine from 3rd to 4th.

Begin reconstruction of area between 3rd, 4th, Washington and Chestnut.

Build grade separated walkways along Locust.

Acquire redevelopment sites south of Market Street between 3rd and 4th.

Acquire stadium site, additional Parkway blocks, and Parkway frontage.

Develop Parkway blocks between Broadway, 7th, Market and Chestnut.

Re-route buses as shown on page 14.

Begin construction of rapid transit system.

Complete Daniel Boone Expressway and construct new bridge at Poplar Street.

Reverse 9th Street to south bound.

Reverse St. Charles to east bound.

Construct garages and acquire additional sites as shown.

First stage construction of pedestrian malls in Core including Olive, 6th and 8th.

### FOUR — Emphasis on Parkway Area:

Construct stadium and related facilities.

Complete garage program with grade separated walkways.

Develop Parkway blocks from 8th to 11th. Build Music Hall.

Create new outdoor center of interest, such as a fountain, between 12th and 13th.

Acquire block from 7th to 8th, Market to Chestnut.

Rebuild remaining Parkway frontage, incorporating proposed walkways.

Build the arch and related buildings to complete the Jefferson Memorial.

Extend the Core Area mall on 10th Street as shown.

Complete rapid transit system.

Construct north-south expressway at 21st Street.

Extend garages north of Core.

### COMPOSITE — Emphasis on the Plaza Area:

Extend residential area to the north, blending with existing semi-public structures.

Construct Civic Theatre at 14th and Chestnut with underground parking extending to Kiel Auditorium.

Extend the Auditorium to the south.

Expand government offices and Post Office facilities.

Construct Cole Street Expressway.

### LEGEND

- |   |  |
|---|--|
| <span style="display: inline-block; width: 15px; height: 10px; background-color: orange; border: 1px solid black;"></span> Retail & Consumer Service    | <span style="display: inline-block; width: 15px; border-bottom: 2px solid blue;"></span> Grade-Separated Walkway                                     |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: red; border: 1px solid black;"></span> Business & Business Service     | <span style="display: inline-block; width: 15px; border-bottom: 2px dashed red;"></span> Suggested Rapid Transit                                     |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: blue; border: 1px solid black;"></span> Industry, Wholesale, Warehouse | <span style="display: inline-block; width: 15px; height: 10px; background-color: pink; border: 1px solid black;"></span> Passenger Terminal          |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: yellow; border: 1px solid black;"></span> Government Office            | <span style="display: inline-block; width: 15px; height: 10px; background-color: black; border: 1px solid black;"></span> Garage                     |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: lightyellow; border: 1px solid black;"></span> Public & Semi-Public    | <span style="display: inline-block; width: 15px; border-bottom: 2px solid black;"></span> One-Way Street   |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: lightgreen; border: 1px solid black;"></span> Hotel, Club, Residential | <span style="display: inline-block; width: 15px; height: 10px; background-color: lightpink; border: 1px solid black;"></span> Ground Floor Use       |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: green; border: 1px solid black;"></span> Park, Plaza, Walkway          | <span style="display: inline-block; width: 15px; height: 10px; border: 2px solid orange;"></span> Site Being Developed or to be Acquired for New Use |



## SUMMARY

The range of activities outlined in this plan represents a dramatic, yet workable and economically feasible approach to the renewal and revitalization of Downtown St. Louis. It establishes the basic framework for traffic and land use, even though additional detailed planning will be required on such items as mass transit, design of open space and service.

Some elements of the plan can be started immediately. Others, such as pedestrian malls, depend upon progress of the expressway, transit program and additional parking garages.

No timetable for completion of the plan has been set forth; the plan is open-ended; more developments will follow as these are completed.

Emphasis upon increased office space reflects the trend toward central business district to primarily business service centers. This emphasis should not overshadow the potential for new cultural and recreational facilities, downtown dwelling areas and other functions which can return to downtown a full-day, full-week program of activity. These activities coupled with business and central retail activities will re-emphasize the Core as a regional as well as Metropolitan center.

The plan has emphasized the need for attractive open space in the central business district. The projected parkway extending from the Civil Courts Building to the Old Court House, is the major element of this concept. Development of this parkway will encourage new construction along Market and Chestnut, facing the open area. It also would provide a visual and physical link between the 12th and Market Civic Center and the Jefferson National Expansion Memorial on the riverfront.

The need for an expressway loop providing ready access to downtown and at the same time freeing local streets for required service functions is emphasized by the plan. Likewise, the need for rapid transit and expanded parking facilities has been pointed up. Immediate steps to preserve parking garage sites is emphasized.

Downtown will be accessible. It can remain compact and efficient. It must be made inviting and attractive. Private and public efforts can achieve these goals. The Plan is a beginning.

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